DEVELOPMENT PLAN

HALIFAX north carolina



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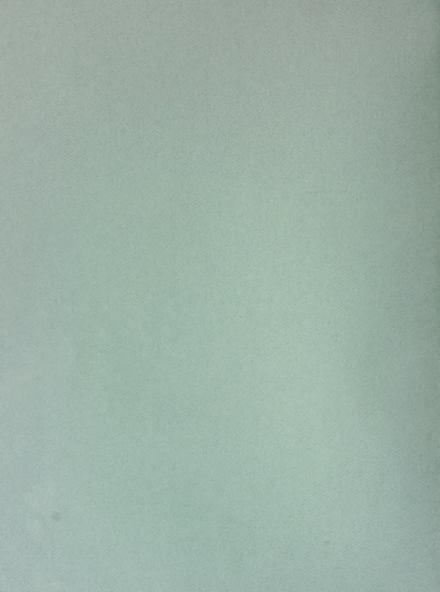
It is the purpose of this study to provide a long range planning program for Halifax. This plan for the future has been developed in terms of the background material presented in this report and by close work with the Halifax Planning Commission, members of the Historic Halifax Restoration Association and the Staff of the Department of Archives and History, Historic Sites Division, in overall conjunction with the Division of Community Planning. This report is intended to be used as a guide for improving the orderliness and general livability of the town and surrounding area. The development period for much of the town has been thought of in terms of a twenty year program because of the relatively slow development processes of a town. However, Halifax has more immediate goals that are being worked toward. The two hundredth anniversary of the signing of the Declaration of Independence will occur in 1976, and with Halifax's historic background it is only fitting that the Town and Department of Archives and History should prepare plans for the local celebration of this event. At the writing of this study it is only nine years until the celebration date.

For the Historic District, the planning period will be generally shorter in its development than for the town as a whole. The historic development within the town will have more immediate interest, organization, money and effort devoted toward some overall objectives than the totally private developments within the town. It will also be a case of cause and effect — the development of the Historic District will encourage and stimulate growth within the area. It is this stimulated growth that may occur after the development of the Historic District that the town must plan for and be prepared to deal with in an orderly manner. It will do Halifax little good if in the development of the Historic Halifax of the past, the future town develops into just another cheap plastic, commercialized tourist town.



BACKGROUND FOR PLANNING

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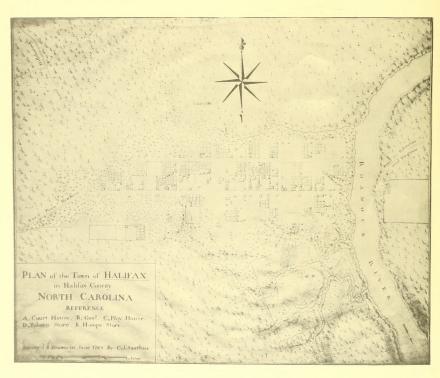


INTRODUCTION

When Halifax was first laid out it was in the traditional grid or block pattern and this was the full extent of the planning or controls that would affect the growth and development of the town. Little consideration was given to physical development of the many different land uses. Historically the use of the land has taken care of itself. Docks were near the water: warehouses were near the docks and market places: government buildings were located on high ground which commanded the views: taverns. inns, shops and stores were arranged around the major governmental buildings and the homes were located on large single-family lots. This system worked very well for a small town with few complicated uses of the land, and there was always more land to be had if a person did not like his particular surroundings. This system of using the land as is most convenient to the owner has been the working system for small towns and villages for hundreds of years and it has only been in the past fifty years or so, with the advant of the motor car, increased population and raised values of land that this system has caused some serious problems. It has become more and more apparent that there should be some form of control or agreement of citizens as to what the best or most desirable uses of the land might be and what would be the most acceptable activities on the land. The home owner does not want a service station located next to his house any more than a service station operator wants a hog farm next to his business. Each of these citizens would have very different opinions as to the best use of his own and his neighbor's land. For these reasons some overall agreement must be reached by the majority of the citizens of the community as to the best and most desirable uses of the land. This must be considered in terms of the individual and it must be thought of in terms of the town as a whole. Neither

the individual nor the community can be sacrificed at the total expense of the other. This study has been made in an effort to make a rational determination of the potentials, assets, and liabilities of the community and to assist the citizen in coming to some general overall agreement for its orderly growth and development in future years.

It must be understood in the very beginning of such a report that the actual growth, development and, in general, the success or failure a community is able to measure will depend almost directly on the amount of effort that is generated by the local citizens in their support of orderly growth.



During the early 1700's the main settlements in North Carolina were located on the coast. Wilmington, New Bern, and Edenton were the major towns in the colony from which settlers and supplies moved inland. There was a continual movement of boats and rafts up the rivers and of ox and horse drawn carts and wagons along the trails. The great majority of people lived off the land with only a very few people living in towns. Settlers would come into North Carolina and find some land on which they could raise food to live on and crops to barter for whatever goods they might need.

About 1750 settlers began to move in larger numbers into the Piedmont. One of the main overland routes came down from Virginia and Edenton and crossed the Roanoke River by ferry near Quankey Creek which was then a part of Edgecombe County. Boat traffic came up the river from Edenton and Albemarle Sound bringing settlers and supplies and taking back tobacco and other crops. It soon became apparent that this transportation junction would be a good location for a town. The surrounding countryside was increasing in settlers who needed a place to trade and some of the travelers needed a place to rest and purchase a few supplies.

At that time the public affairs of the colony were transacted by the Colonial Assembly. In 1757 the Assembly was meeting in New Bern and a bill was passed granting the town of Halifax a charter. A 100 acres tract of land was purchased from James Leslie and properties were laid out and public ways established. Lots were generally large and much more than just building sites. Each house had space for its own orchard and vegetable gardens as well as yards for livestock such as chickens, ducks, pigs, cows and horses. The public ways could not be called streets in the modern

sense of the word. Instead of curb, gutter and pavement they were just wide open spaces which often became muddy quagmires in the rainy season.

In 1758 the County of Halifax was created out of part of Edgecombe County. It was named for the Earl of Halifax, first Lord of the Board of Trade, which reflects the close ties with the English crown as well as with English tradesmen. For several months the county seat was located at Enfield, but with the growing importance of Halifax it was moved there. A courthouse, clerk's office and jail were built for county offices. Halifax was one of North Carolina's fastest growing areas and as the center of population moved further west the town of Halifax became the most important city in the State.

In 1759 the people of Halifax County imprisoned two of the King's representatives who had been sent to collect taxes. The years leading up to the Revolutionary War were difficult times for there were many divided loyalties which forced some families to move back to England to the protection and sovereignty of the Crown. Resentment and high feelings against the Crown continued to build up and was expressed in 1774 when Halifax citizens prepared a set of resolutions, "The Halifax Resolves," protesting the existing methods of tax collection. Two years later on April 12, 1776 the Fourth Provincial Congress meeting in Halifax at the Colonial Courthouse unanimously adopted the Resolves as the official position of all the people of North Carolina. These same general ideas were adopted on July 4, 1776 by the Continental Congress, meeting in Philadelphia, as the Declaration of Independence.

On August 1, 1776 Cornelius Harnett read the Declaration from the Halifax courthouse steps to a large and enthusiastic crowd. Independence would mean that officials must make plans for establishing their own form of constitutional government. On November 12, 1776 the Fifth Provincial Congress met at Halifax and a committee of twenty-one

members to draft a constitution to determine the best form of government for the new state. A new constitution was adopted on December 18, 1776.

These were historic days for North Carolina and the thoughts and words of most citizens were concerned with the actions which were being taken in Halifax. It was in the most populous areas in the State and more centrally located. Halifax at this time in terms of population might be compared with the Charlotte of today. It was the leading city in the State. However, its dominance was very short, lasting at best until about 1800.

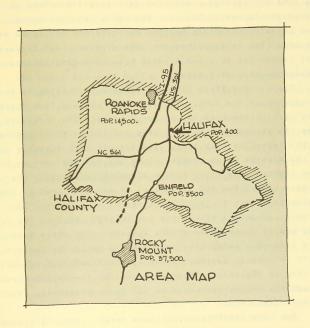
During this same period in 1783 the State General Assembly moved to Hillsborough, a growing community in the movement to settle the western part of the State. In addition, the surrounding countryside soon began to loose its fertility in growing tobacco and farming declined; major transportation routes were established on the Neuse and Cape Fear Rivers and later by rail, and trade declined. So that President Washington noted in his dairy that Halifax "was clearly in decline with less than a thousand souls," after his visit there in 1791.

The major historical importance of Halifax was in the period of the Revolutionary War. As an important point in the movement of settlers to the western part of the State it had provided shelter and supplies. The circumstances of the Revolution appeared when it was in its ascendancy and the citizens of Halifax met the challenge of the times.

REGIONAL SETTING

The town of Halifax is located in the northeastern quarter of the State and is the county seat of Halifax County. The town is located on U. S. Highway 301, the main north-south route from Florida to the northern states. When Interstate 95 is completed it will pass only six miles from the downtown area. Halifax County and the surrounding counties of Warren, Nash, Edgecombe, Bertie and Northampton all have agriculturally based economies, with many small farm communities which serve the everyday needs of the local inhabitants. The past practice in these counties has been the working of small farms, but in recent years the trend has been for more and more young people to leave the farms to relocate in or near the larger cities of the area where higher guaranteed wages could be found in the mills and plants. This trend has had the logical effect of causing the larger cities to get larger and the smaller towns and communities to remain constant or lose population. The simple outcome of this process is that in the counties immediately adjacent to Halifax County there are two large cities, Roanoke Rapids and Rocky Mount, and many very small communities. The town of Halifax is situated between these two much larger cities that serve as regional shopping centers. Roanoke Rapids, eleven miles to the north, has a population of 16,600 and has a large paper mill and textile mill as the main industries of the city. To the south of Halifax about 27 miles is the city of Rocky Mount which has a population of 37,000. Being the larger city, it has a greater selection of stores and shops to attract customers in the area. The city is generally considered a regional shopping center, but also has industry, concentrated in tobacco sales and textile production. For the people of Halifax these two cities offer two close and convenient comparative shopping markets. It is easily

understanding why Halifax has never developed a strong shopping area of its own with such competition so near by.



It is true that the development and success of any city or town depends largely on meeting the political, social and physical needs of the people during the town's life and that great physical land obstacles can be overcome if the need is great enough. But, it is also very true that the physical features and general characteristics of the land may provide a stimulus or a severe handicap to future development. The need for space and development room is not critical in Halifax and will not likely be so for some time to come, however, the physical land features will remain the same and it will help to understand the influences they will have.

The obvious first physical feature in Halifax is the topography of the land. The land is virtually flat varying only near stream beds and drainage areas. The variation near the streams can be very deep and irregular in contrast to the typically flat land. The largest such drainage area is the Roanoke River running along the eastern edge of the town limits. The river is not visually apparent to the visitor of Halifax and in general is not much used by the residents except for some small amount of fishing. The river is contained within its bed by high banks on the town side and by lower banks on the opposite side which border on a low-lying swamp-like area, which, until the dam was built in Roanoke Rapids, served as the floodplain for this section of the river. The river and the floodplain beyond became the eastern boundary to the town, preventing growth in that direction.

Two other drainage areas have exerted some influence on the town's growth direction. The largest of these areas is Quankey Creek. This creek has by its location contained growth and development to the south. The other area is just above the north limits of the town and extends about 3,000 feet back from the river. However, the ravine is very deep,

as much as twenty-five feet in some places and has definitely stopped growth in a northerly direction along the river. Some growth has developed around the upper end of the stream, but this has only taken place in recent years. These stream beds and river frontages represent some of the most scenic properties in Halifax.

Separate from, but directly related to drainage areas are the different soils and their individual characteristics. The ability to expand a town may depend directly on the soils types found there. Soil characteristics have a decided influence on development. In few areas are all soils equally suited for construction of dwellings, other structures and roads and streets.

The State Board of Health maintains very strict laws concerning the dense use of land for residential purposes. Before land that does not have community water and sewer available can be developed for any high density use such as a residential subdivision or a public structure serving many people, certain land space requirements must be met. If community utilities are to be used and the fall of the land is adequate then there are few problems with development. On the other hand, if private septic tanks are to be used the ability of the soils to absorb the moisture or effluent will be critical. A soil's ability to absorb moisture or its permeability is the determining factor in the effective use of a septic tank and therefore the determining element in the use of the land.

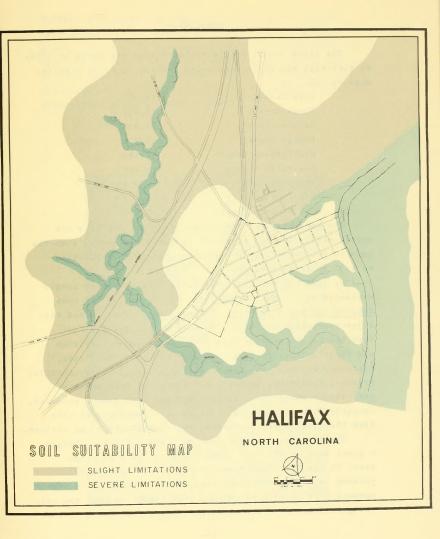
The soils map generally shows the character of the drainage patterns around the town and the physical affect that it has on it. In the Halifax area there are at least nine major soil groups. These may be divided into two categories -- those which pose only slight limitations to development, and those which present severe limitations.

The map illustrates the suitability for development as determined by the soil characteristics.

The areas with high development potential consists of the following soils: Norfolk, Ruston and Wickham. These soils are equally suited for structures (with either septic tank or public sewerage), industrial uses, recreation uses, roads and streets, and present no problems for basement construction.

The areas with moderate to severe limitations include the following soils: Congaree, Alfavista, Kalmia, Myatt, Portsmouth and Coxville. Limitations are in the nature of flood hazards, high water table, poor traffic supporting capacity, poor perculation rate, high shrink-swell characteristics or serious corrosion potential.

Although the map illustrates general areas of development suitability, it should be understood that other factors may change the suitability of individual sites. Those areas with severe limitations probably can be developed by making a large investment in drainage facilities, sewers, special footings, etc. on the site. Also, areas with limitations for structures may be ideal for open uses such as recreation. Likewise, the areas with few limitations could have topography which itself becomes a severe limitation. Therefore, each parcel of land must be evaluated separately when proposed for development. The county agriculture office or the county sanitarian will be able to help determine the soil types.



POPULATION

The first census of the United States was taken in 1790. At that time the major population centers in North Carolina were as follows:

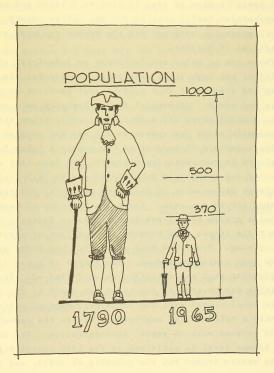
| Wake County | 19,192 |
|--------------------|--------|
| Rowan County | 15,828 |
| Halifax County | 13,965 |
| Orange County | 12,216 |
| Mecklenburg County | 11,395 |
| Granville County | 10,982 |
| Craven County | 10,469 |
| Edgecombe County | 10,255 |
| New Hanover County | 6,831 |

The population of the entire state at that time was approximately 400,000 persons. This was the period when the town of Halifax was at its greatest period in population as well as in importance.

By 1860 and the Civil War years Halifax was no longer mentioned as a major city. Guion G. Johnson in her book Ante-Bellum North Carolina, A Social History indicates the major population centers: "In 1860 Wilmington and New Bern had populations of more than five thousand; Raleigh and Fayetteville, of more than four thousand; Charlotte, Beaufort, Edenton, Elizabeth City, Henderson, Hendersonville, Kinston, Salisbury, Tarboro, Warrenton and Washington of more than a thousand. All the rest had less than a thousand, scarcely deserving the appellation of villages." At this time the total state population was approximately one million.

The population of the Town of Halifax has not changed a great deal in the last hundred years. In more recent years it has increased from 346 persons in 1950 to 374 persons in 1960. The projection of the population of any community is usually based upon past trends so that the only thing to learn from the historical population trend is that

Halifax will generally remain constant in its number. Certainly, the restoration of Halifax will have some effect, but even if the town's population doubles in the next ten to twenty years it will still be a small town of less then 1,000 population. And its problems of development will be slow and deliberate compared to the competitive paces of large cities.



ECONOMY

The economic livelihood of the Town of Halifax is based upon its function as the county seat and as a small commercial center providing goods and services to the townspeople and surrounding agricultural area. The county courthouse is located in the center of the town and houses most of the functions of government such as clerk, recorder, tax assessor, sheriff and civil and criminal courts. The county health center is also located in Halifax and provides a comprehensive health program for the entire county. Agricultural extension programs for the county are also provided from offices in Halifax.

There are no major manufacturing or industrial plants in Halifax, but some local facilities provide for the processing and storage of such agricultural products as cotton, peanuts and grain. Commercial facilities such as a supermarket, general store and service stations provide the local and community needs for convenience goods and staples.

Approximately 33 percent of the county's labor force is employed in manufacturing while in 1960 less than one percent of the township's labor force was in this field. The extreme differences in the types of employment can be accounted for in two ways. First the majority of head of households within the township are employed directly in or derive their income from farming or some form of agricultural processing. There are many small one crop farms which provide only a minimum income. The number of other types of employment that are available is very limited. The industries are located to the north and south of the county and the local county seat and state governmental offices have only a total of 161 employees. Within the township only 84 persons work in public administration. The overall lower income level is reflected in the 1960 census figures showing median income for the township as \$1593, and for

the county \$2797. Economic statistics for the county are contained within a report, Overall Economic Development Plan for Halifax County. These indicated that employment is primarily in manufacturing textile products and agriculture, both low income industries. For this reason the median annual income for families was nearly \$1200 less than the State average. In general, Halifax County and the entire lower Roanoke Coastal Plain Area made up of Halifax, Northampton, Hertford, Gates, Chowan, Washington, Bertie and Martin counties have the same basic economic profile. It is a region where agriculture is predominant, but with at least 50 percent of its land in forest, where tobacco, peanuts, cotton and corn are the major crops, where manufacturing is primarily in textiles and where incomes are as much as from one-third to one-half below the State average.

Any planning for Halifax must take into consideration these economic realities. There are no trends indicating major changes forthcoming. In the long run agriculture should become more economically rewarding if done on a large scale, and to the west the location of the lakes on the Roanoke River, the restoration of Halifax as a Historic Site and the completion of Interstate 95 should bring some benefit from the tourist trade. The Overall Economic Development Program for Halifax County indicates many actions which should be taken locally to improve agricultural production and industrial development.

In summary, the Town of Halifax must recognize that its economic potential is extremely limited and that the major source of economic growth will stem from increased tourist activity.

Residential

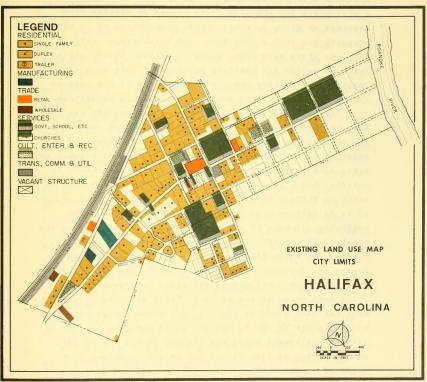
Residential development in Halifax has been stabilized for many years and it has only been during the last five years that any amount of new building has occurred. Within the town limits over 95% of the houses are located on the south and southwest side of town. The area is continuous in its residential character with only two unrelated buildings that would not fit in as a conforming use in a residentially zoned district. Throughout the residential area the level of maintenance and repair has been, with few exceptions, very high considering the relative age of the majority of structures. There are 125 residences within the town's limits and of these approximately fifteen have been built in the last five years. This new development has taken place almost exclusively on the southeast side of town on Wilcox Street and Church Street.

Within the town's limits there is very little land available for future residential expansion and it is most likely that new growth will take place outside of the town's limits and afterwards be annexed as has been done in the past. This process is workable, but it does not give the town any control over its own growth and development. This, in the long run will cause bad neighborhood relationships and will eventually result in a loss or decline in property values.

Within a one mile area outside of the town limits there are a total of 147 houses of which 85 are within one-fourth mile of the town limits. These houses are almost exclusively owned by nonwhite families that work in farm related jobs, but not directly on farms. The remaining 62 houses are located on farms in the one mile area. The largest number of the houses located within one-fourth mile of the town are situated just north of the town adjacent to and east

of highway 301.

This area will pose many problems in the future in trying to raise the standards of this particular neighborhood in terms of street improvements, minimum lot sizes, water and sewer facilities, and the overall desirability of the area.



Trade

The core of the town is its business district which represents the major commercial effort of the town. This central business area consists of just over half a dozen retail shops selling general merchandise, an antique shop, a small grocery store, a post office, library, bank, a luncheonette, drug store, garage for the fire truck and several vacant structures. Downtown Halifax, at best, offers a very limited range of goods, and is, therefore a poor place for shopping. The people of Halifax have depended on going to other nearby communities to do their shopping for such a long time that businessmen realized long ago there were other towns in Halifax County which would be better for business locations. This lack of comparative shopping ability has been one of the reasons that more families have not chosen to settle in Halifax.

The other segments of the business community are the highway businesses located on highway 301 that runs through the edge of the town. These businesses are primarily oriented to the traveling public. This type of highway or strip development has not developed to a great extent in Halifax, but a person has only to ride north to Weldon or south to Enfield to see the results of this sort of growth if it is left to grow in an uncontrolled manner. The beginning elements of strip development can be seen to the south at the intersection of State Highway 561 and U. S. Highway 301 where the supermarket and service station garage are located. To the north on 301 the county has erected a school bus garage and civil defense building which both front on the highway. These elements of development may seem minor at present, but given enough time the entire length of 301 in Halifax could become a melange of uses. Development along the highway should not be discouraged, but it also should not be left completely unguided. Growth should always be considered in terms of the entire community.

Governmental Services

The most significant element in Halifax in terms of economics, stability and political importance on the county level is the County Courthouse and related buildings in the center of town. The Courthouse, Medical Clinic, Agricultural Extension Office, Jail and Office Annex Building provide employment for several hundred people and generate many times that many visitors who transact business in these facilities. It can be safely stated that the county government complex has been the mainstay of the town for many, many years in the past and it is quite obvious that it will continue to serve as the nucleus in the immediate future. Individuals come from all parts of the county to take care of their legal, medical, and agricultural needs and it has been this activity that has kept the name and idea of Halifax alive as other towns have drawn the population and grown to cities within the county. The location of the county facilities within the town has created several problems for the employees of the county. The great majority of workers commute daily to Halifax from Weldon, Roanoke Rapids, and Enfield. This is most unfortunate because the salaries that are earned in Halifax are taken to other communities to be spent. But while it is unfortunate it is also understandable when it is realized that Halifax has little to offer in terms of comparative shopping or community facilities. Another factor which makes it difficult for families to consider locating in Halifax is the fact that over 75 percent of the county employees that commute are women who occupy clerical positions. As working women, their salary usually represents the smaller part of the family's income, with the husband's job determining the location of the home. One goal or objective that the Town should always have in mind is to try to encourage the location of families in the Halifax area.

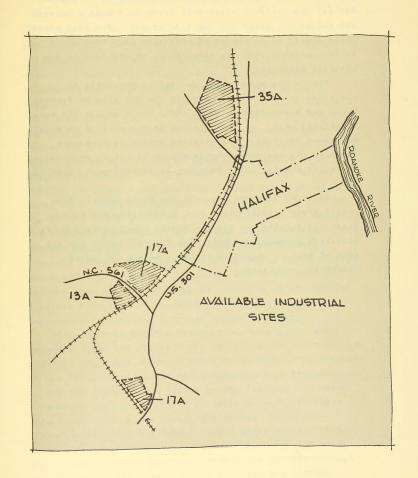
Manufacturing and Industry

In Halifax the amount of manufacturing or industry that is presently being carried on is almost nonexistent. The major activity in the region is farming, therefore, it is not surprising that the few industries are agriculturally related. The cotton gin and the storage and wholesale warehouse at the south end of the town represent the only activity that can be thought of as existing local industries. The agricultural limitations of these activities also mean that they are seasonal in nature and, therefore, only provide work on a part time basis during the harvesting months of the year. This inconsistent work supply is another factor that may be keeping some families from settling in Halifax.

In sharp contrast to its past Halifax is presently on the verge of getting its first major industry. The Georgia-Pacific Corporation is planning to locate and build a 15 million dollar paper mill adjacent to the town limits on a 150 acre site. This plant which is expected to be complete in 1970, will start with an initial 150 employees and a yearly payroll of one million dollars.

This plant will certainly have far-reaching effects on the local community for many years to come and will be the biggest single source of stimulated growth for the town since it was the seat of the State Legislature.

In addition to the paper mill site there are at present four other industrial sites that are listed with Halifax County and the State Department of Commerce and Industry as available sites for future industrial prospects. These sites are owned by individual citizens of the community and range in size from 13.5 acres to 35 acres, all have frontage on the Seaboard Coast Line Railroad and all have frontage on or within 200 yards of U. S. 301. Three of these sites border on state roads that will connect directly with Interstate 95 upon its completion. These



four sites are located on the west side of U. S. Highway 301 and the railroad which will serve as a buffer between the industrial sites and the town proper. For this reason there should be no threat of offensive uses that would be incompatible with the development of the town or the historic district.

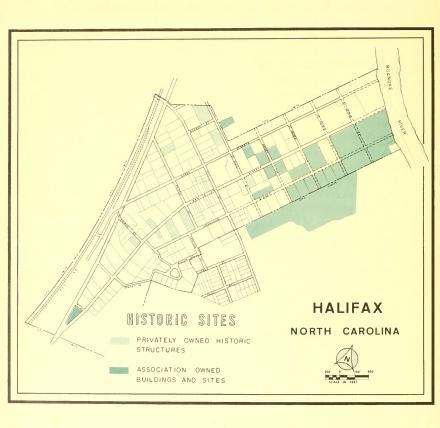
Due to the minimal system that is presently in operation it will not be possible for the city to furnish water and sewer facilities to these sites except for non-industrial uses. As is indicated in the section on water and sewer facilities the existing system is presently reaching its maximum capacity and could not be expected to supply a water using industry or receive waste from one.

In 1956, Virginia Electric and Power Company completed their hydroelectric dam, controlling the Roanoke River and forming the Roanoke Rapids Lake. This dam has increased production capacity of electric power for the area of such an extent as to serve almost unlimited industrial expansion.

CULTURAL AND HISTORIC SITES

When dealing with a town the size of Halifax it is not surprising to find very few if any formal programs of organizations that can provide much in the way of cultural advantages, entertainment, or recreation which usually require a great many people and much money to support. Halifax has no theater in its own town limits, it has no dinner clubs or restaurants and the recreation facilities are limited mostly to those few provided by nature for outdoor sports. For the evening out or the family outing most of the citizens of Halifax must be prepared to travel to Rocky Mount or to Roanoke Rapids. Halifax, in these first aspects, is much like the many other small towns and communities throughout the country, but it is at this point that Halifax begins to be unique. The historical background of Halifax is extremely rich and has the potential of becoming one of the outstanding Historic Sites within the state and possibly known throughout the entire country. The events that took place in Halifax just before and after the adoption of the Halifax Resolves prior to the Revolutionary War are of great importance in understanding our nation's history.

The Historic Halifax Restoration Association was formed in 1954 and received its non-stock corporation charter from the State of North Carolina in 1956. The interest in the Halifax project is state-wide which is demonstrated by the 500 members that belong to the association, which originally received gifts of property or made purchases with contributions and membership funds. Later the State General Assembly made a \$2,000 grant per year for several years; this grant was increased to \$10,000 per year during the 1963 General Assembly and in 1965 through the efforts of the Department of Archives and History



and by the Association, the General Assembly made Halifax a State Historic Site with a Capital Improvement appropriation of \$50,000 for land acquisition. The 1967 General Assembly appropriated \$40,000 for further restoration of the buildings and sites, which are presently a part of the Halifax State Historic Site. With this positive action of the North Carolina General Assembly the Historic Halifax Restoration Association agreed to transfer its property to the State. Although the physical responsibilities of the Association have changed, its basic objectives remain essentially the same.

- To acquire, restore, and preserve historic sites and shrines in Halifax.
- (2) To acquire, restore, and preserve any and all objects of historic value and to operate and maintain museums to house such objects.
- (3) To restore and preserve the Halifax Historic Area as a community-size museum of Revolutionary and Antebellum times in North Carolina and to otherwise publicize and educate the public as to the historical significance of Halifax.
- (4) To sponsor the annual April 12 Halifax Day Program commemorating the Halifax Resolves.
- (5) To sponsor and promote an outdoor drama telling the historic events relating to Halifax.
- (6) To promote the bicentennial commemoration of the Halifax Resolves, the Declaration of Independence, the First State Constitution, and other historical events in 1976.

Prior to the 1965 grant the Association had completed a survey of historic lands within the boundaries of the Old Town Common and had acquired a number of properties totalling thirty-six acres including the Magazine Spring which supplied water for Colonial settlers, the old

colonial cemetery, the gambrel-roofed Owens House, the Antebellum jail and clerk's office. In addition to acquisition of specific properties, restoration of these properties and the establishment of historical displays of artifacts for visitation, the Association has promoted the understanding of Halifax history through newspaper, television, radio and local celebrations. This latter aspect of public relations should not be underestimated in its overall value for the development of the Historic area. If this project is not supported by a large number of people throughout the state both privately and politically it has little chance of reaching its highest potential of development. In the future years this responsibility of public relations may become the most important single effort of the Association.

The State Department of Archives and History has spent much time and effort in master planning for the complete development of a Historic Site Program in Halifax. Not only the events that took place in Halifax are important, but also the historic buildings and archaeological sites will provide an extremely good opportunity to interpret this important period in the history of North Carolina and the Nation.

The Department of Archives and History has begun professional historical research on all of the recorded Halifax deeds, wills, court minutes, early newspapers and personal manuscript collections. Thus, some ten file cabinet drawers have been filled with note cards containing pertinent facts about early life in Halifax.

Briefly the objectives that the Department of Archives and History have set for completion of the bicentennial year of 1976 are as follows:

- To acquire the remaining thirty-seven acres within the Historic District in order to complete the seventy-three acre tract of land.
- (2) To restore several of the existing buildings of the Eighteenth and early Nineteenth Century period for display.
- (3) To re-establish as nearly as possible some of the original formal gardens and grounds of one or two of the homes of the period.
- (4) To reopen and establish the original street rights-of-way that are not presently being used adjacent to the restored sites.
- (5) To develop an extensive archaeological site with displays, trails, and building foundation exhibits.
- (6) To plan, construct, and open a permanent Visitor Center-Museum for the display of items of interest from the Colonial, Revolutionary, Federal Antebellum, and Civil War periods.
- (7) To promote Halifax as one of the major historic sites within the State and Nation relative to the Revolutionary period of 1776.

From the growth standpoint the preservation work in Halifax will have two basic effects upon the town. First, it will change the land use pattern in a very significant manner. A great deal of the land which is presently within the town limits and that leading to the river will be planned for historical preservation. And second, it will provide Halifax with a tourist and educational attraction which will bring visitors and income into the community. It is impossible to estimate at this time the economic benefit which may accrue to the Town.

Water

The town's present water supply is from five wells located within the corporate limits, each producing from just a few gallons a minute to a maximum of thirty gallons per minute. These combined wells give the town a maximum supply of about 64,000 gallons of water per day. In addition to the pumping capacities of the system there are storage facilities for 75,000 gallons of water. The system is presently serving approximately 400 persons. If the number of persons using the system is multiplied by the 100 gallons per person per day figure used by the State Department of Sanitation for domestic needs it can be seen very quickly that when fire hydrant needs are added the present demand is quickly reaching the supply capacity. Any water-using industry, even of the smallest type, would probably have to furnish its own water supply at the present time.

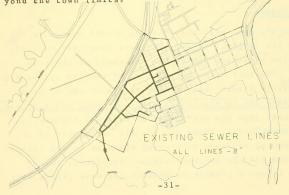
The town's water system extends beyond its corporate limits in two places. A small line runs south as far as the mill at the intersection on N. C. 561 and U. S. 301. To the north of the town a line runs about a quarter of a mile northwest along N. C. 125 and serves some twelve residences.



Sewer System

Halifax's existing sewer system is a gravity line facility which feeds into a primary septic tank. The design capacity of the tank is 32,000 gallons per day. This size tank serving the number of people in Halifax is considered to be a minimum size. In the event that the system needs to be enlarged the State Board of Health will require that in addition to the primary septic system a secondary trickling filter system will have to be installed. At present two sludge drying beds are being constructed. While these beds will not increase the capacity of the system they will allow it to go for much longer periods of time before it has to be pumped out. The dried matter from the beds can be dried, carried off and burned or buried much cheaper than the usual pumping process. Quankey Creek is the receiving stream from the septic tank and a very close watch is maintained by the State Board of Health to insure that the flow of water remains clean and contains only the smallest amount of impurities from the town's system.

Although the water system does extend outside of the corporate limits no sewerage service has been provided beyond the town limits.



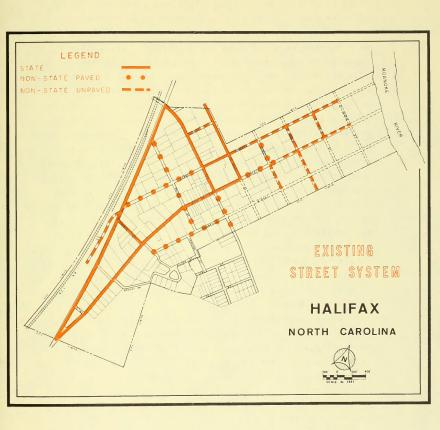
TRANSPORTATION AND STREET SYSTEM

Transportation

Halifax, at present has very good rail and highway facilities. The Seabord Coast Line Railroad provides both east-west and north-south rail services with Halifax being located directly on the north-south route. The small depot in Halifax is primarily used for unloading farming supplies with the bulk of this being fertilizers and chemicals for spraying insects. Very few items are shipped out by rail. U. S. Highway 301 provides the other freight link to the rest of the state. This highway has been the main north-south line of truck traffic for the east coast for many years and it will only be with the development of Interstate 95 that a better facility will be available. The Interstate Highway will be located about six miles to the west of Highway 301 and downtown Halifax. There will be two interchanges convenient to the town, one located on N. C. 125 and the other on N. C. 561. These interchanges will place commercial and private facilities of the town within easy reach of this highly traveled modern highway.

Street System

For the most part the existing street system is the same as the original layout which was developed in 1757, with a few additions around the periphery of the town limits. The most traveled portions of the old system are King (Main) Street leading from the south end of town and Highway 301 to the courthouse, and Saint David Street which leads from the north side of town and Highway 301 to the courthouse. These two streets carry most of the employees and citizens conducting business in the county courthouse and the medical clinic. Traffic on these streets is not a problem at present and most likely will



not increase appreciably for some time to come. The major traffic artery, an addition to the old system in the town, is U. S. Highway 301 which presently carries some 10,000 vehicles per 24 hours. This volume will be maintained or continue to increase until the new Interstate Highway 95 is completed at which time the volumes can reasonably be expected to drop and stabilize at some lower level.

The street system presently contains 3.5 miles of paved roads within the corporate limits. For the most part these paved roads are in good physical condition and are of adequate widths for the present traffic volumes. Around the courthouse, on-street parking tends to cause some congestion and narrow maneuvering areas, but this will have to be solved by adequate off-street parking being provided rather than wider streets. In addition to the paved streets there are about 3/4 of a mile of unpaved streets that are used daily. While these roads are basically dirt with some gravel on the surface they are not used heavily enough to cause any problems during bad weather and it is doubtful if paving could be justified for the majority of these roadways. Within the corporate limits of the town there are several road rights-of-way that were either never developed or if developed have long since fallen into disuse and been reclaimed by the undergrowth and trees.

These undeveloped roads represent about 1.4 miles of rights-of-way which the town may never use or have occasion to develop unless it is done in conjunction with the historic development of the original town area.

In general traffic on all of the streets in Halifax whether paved or unpaved presents no large problem at present and most likely will not get appreciably worse for some time to come.

DEVELOPMENT PLAN





WILLIAM RICHARDSON DAVIE (See Page 61)

INTRODUCTION TO PRELIMINARY PLAN

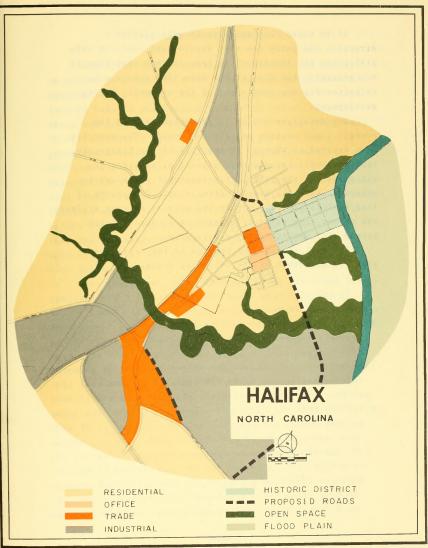
Considering the background and existing situation as presented in the first section of this study the recommendations of this second section are presented as a guide and direction for future development. Many small towns and communities have few if any distinguishable assets and must make the best of their particular situation concentrating on whatever facet of the town that seems to have the greatest potential for economic and social growth. Halifax is fortunate that it has a definite and recognizable asset, it has a direction for development, and it has a variety of people interested in its future growth and achievements. The Historic District as mentioned previously represents the greatest of potentials for the town and its immediate surroundings. The opportunity is unique for a community the size of Halifax and every effort must be made to utilize it.

The interest in Halifax at the state level by the Department of Archives and History will be the single biggest factor that will stimulate and encourage the development potentials of its Historic past. The combined efforts of this department and the Historic Halifax Restoration Association will provide the driving force that will be necessary to insure the constant attention needed to develop this Historic area.

However, it will be of little value to develop one aspect of a community if other areas are left wanting. Therefore, the entire town must be regarded in terms of possible growth and development. The smallness of Halifax has made standard methods of future land use projections difficult, but the general character of the town is recognizable and the impact of future growth is predictable.

In order to capitalize on the development of the Historic District, the town as a whole should strive to maintain the simple character of the past and complement the efforts within the District. This simple character is the product of restraint and a limited selection of materials. It is generally true throughout North Carolina that in small towns and communities the most pleasant environments are to be found in the residential areas. This seems to be true for several reasons, but they all seem to have one common element and that is continuity of materials. Residential building materials are usually limited to a choice of three or four with paint being white in most cases or some neutral color, but the overwhelming factor of continuity is the abundance of plantings, shrubbery and large trees that are found around the homes. The great amount of landscaping becomes the dominate element within these areas and this softens man-made structures and creates an atmosphere that is pleasant and a pleasure to be a part of.

In vivid contrast to the residential areas are the nearby commercial developments. Whether they are entire downtown areas or just one new shiny service station, the effect, with few exceptions, is the same - total absence of nature and growing things; the over-use of too many different building materials; and a carnival atmosphere of flashing, blinking, large, small and glaring signs. If Halifax is to grow it will need and want commercial activity, but this does not mean that restraint and good manners must be omitted. Halifax needs to build and develop on the existing buildings and character of the town and not allow indiscriminate construction and property development at the whim of the individual.



It is hoped that this report will provide a direction and guide for this development that not only will allow the individual to take maximum advantage of his property, but also at the same time make a contribution for the betterment of the community in its development.

The development plan is presented here as the overall ideal pattern for future growth. The plan has been arrived at through an analysis of the topography, land availability, economic situation, existing development and the potential development which can be expected under the best of situations. The amount of land that is included within the plan is an over estimate and unless some major unforeseen development occurs growth will not fill this entire area.

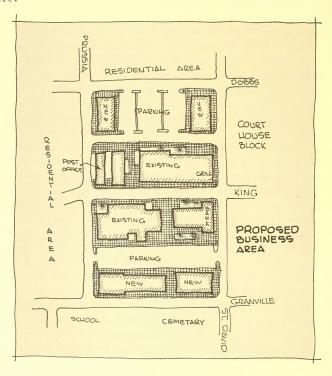
The most significant aspects of the development plan are described on the following pages.

RESIDENTIAL DEVELOPMENT

Within the corporate limits of Halifax the amount of vacant land available for residential development is limited to two areas. The largest of these is the area located between the courthouse and the river. Already about one quarter of this sixty acre tract is being used by the elementary school and a dozen homes. Due to the plans and interest in this site by the Department of Archives and History and the Historic Halifax Restoration Association it will not be considered as potential residential land. Its use will be discussed later in the Historic District section of this study. To the south and still within the corporate limits there are 25 acres of land that are presently cleared and under cultivation, but have a potential of being developed into about thirty home sites.

With the exception of the land along the creek drainage beds and a few other small areas where the use of septic tanks might be questionable the greatest residential development potential lies in the undeveloped land outside of the corporate limits of the town. There is adequate open area that is either not being used for agricultural purposes or could be bought for residential construction. This land extends in every direction around the present town limits except in the direction of the river and the paper mill site. At present there is more land available than development in Halifax will require in the near or distant future. But, this is not to say that the land can be used in any unreasonable or wasteful manner. The success of Halifax may one day depend on its ability to provide desirable home sites for its potential citizens. The most important consideration at this point is that any new residential development that takes place in or

around Halifax should contribute to and, in general, continue the rural residential character—that has been established in the past. This does not mean that everyone is to try to build colonial or antebellum period homes or have each house located in the center of a ten acre farm, but it does mean that the development of house sites should be done in harmony with the land and nature.



Commercial development in and around Halifax has understandably been limited because of the small concentration of people living in the area. This trend is not expected to change appreciably and the new business growth will depend on the success of the development of the Historic Site, the amount of tourists who can be attracted and the economic development created by the development of the paper mill. If it can be assumed that the tourist and customer traffic will increase then it is understandable that a certain amount of commercial activities will be generated by this flow. The tourist type of commercial development usually follow two locational patterns. Either they locate directly adjacent to the site of the attraction, in this case within the downtown area, or they will locate on the most traveled route leading to the site which would be U. S. 301, N. C. 1423 and N. C. 561.

In the downtown area the visual quality will be almost as important as the type of business that is conducted within the structure. It will continue to be important for the character of the downtown to generate the feeling of a small town. This should be done with scale rather than everyone building "Quaint Olde" new structures. As more and more people visit the town to see its historic exhibits the need for organized parking will be evident. The accompanying sketch plan gives some indication of how the downtown might be laid out in the future to solve its parking and circulation problem.

The highways leading to the downtown area will follow different development patterns due to the total dependency of the visitor to arrive by automobile. If allowed, motels, novelty shops, restaurants, etc. will

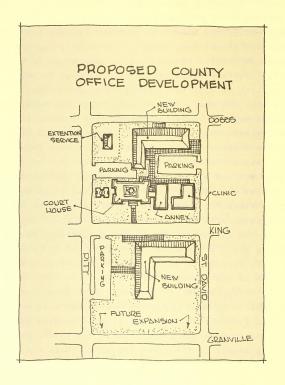
eventually line all roads leading into the town. The area that is set aside for this type of development should not only be limited, but should adhere to the zoning ordinance as closely as possible and be encouraged to use and provide as much landscaping as the situation will bear. Restraint in the use of gaudy buildings and flashy signs must be encouraged, an attitude or community spirit must be developed that can accomplish the needs that cannot be enforced by laws alone. The town cannot withstand much commercial development of the typical variety and maintain its originality and warmth. If uncontrolled commercial development is allowed within the area the town will soon lose what was its original charm.

The development along the routes leading into the city will tend to collect every type of business use that is not allowed within the town limits and for this reason the importance of zoning not only within the town limits, but including the entire one mile area surrounding the town to the west of the river should be emphasized. Halifax has had the good fortune in recent years in not having undesirable businesses locate within the town limits, but it would be folly to believe that if any growth is realized in the future it will all locate to the best advantage of the community of its own accord. Leaving the locational and land use decisions to chance is to invite chaos. The community has its way of life and general wellbeing at stake and should seek to provide the best legal means to develop in the most desirable manner possible.

OFFICE AND INSTITUTIONAL

The area within the center of town that has been suggested for use by offices, institutions and public or semi-public lands is the outgrowth and extension of the nucleus of county building that are presently there and an attempt to allow for their future growth and expansion. The county courthouse, medical clinic, jail facilities, and the agricultural extension buildings at present occupy one block and this will surely have to be expanded in the near future. The future expansion of these facilities to the west is prohibited by the existing downtown buildings and if the area is expanded to the north it will be locating in a totally residential block. It would be a mistake to locate these buildings next to homes that might have their values adversely affected. To the east of Saint David Street there are several homes, but more importantly there are several sites within this area that have historical significance and have been identified by the Department of Archives and History as archaeological sites and possible sites for reconstruction projects. The historic aspects will be discussed later in the study. South of the courthouse the county has already purchased a parking lot and two other properties and in general this block appears to be the next most likely step for expansion of the county's facilities. The block has a doctor's office building that faces Pitt Street and one house that is of some historical value and has been noted for restoration and eventual preservation by the Department of Archives and History. Two of the four remaining houses in the block are substandard and the other two are marginal. This block then should become the next immediate expansion area for the county

activities. With proper use of the site there should be enough room to equal the amount of square footage that is now occupied by the county. Other professionals such as attorneys, physicians, and accountants will be able to locate in either the office and institutional zone or within the business zone.



INDUSTRIAL LOCATIONS

To be realistic about the potential of attracting industries to Halifax is to realize that it will be extremely difficult to compete with larger more developed cities. Although Halifax does have good rail facilities, several major highway connections, a large electrical power supply, ample raw water and inexpensive land it still cannot satisfy the housing, shopping, entertainment, and cultural needs of a large number of families. There are many smaller companies however, that do not place as much emphasis on these environmental factors as do the larger companies which require more highly trained employees. In general though, companies look for some expression of community spirit and pride, some tangible evidence that the town is not content to let things remain as they are. Most towns in seeking new industries go about it in reverse fashion. Instead of developing their town first with as many desirable facilities as can possibly be afforded they tend to try to entice prospective industries to their town with promises of all manner of development. And, as can be expected this approach does not usually impress the visiting industrial representative. People are impressed with deeds and action, not words. With this in mind the best course of industrial attraction would appear to be a concentration on developing the town, the entire town character -- residential, commercial, social, historical and recreational, to a degree or standard that will reflect the interest and involvement of the people of the community and let these efforts speak for themselves when trying to attract an industry. The best feature of this approach is that should no industries choose to locate within the immediate area the community still has the benefit of the effort and improvements. It becomes

twice as many people as are presently being served. This would be a maximum figure. Therefore, it is recognizable that in the future new sources of supply are going to have to be found. At present three possible future sources can be considered. The first source would be to continue the present method of using wells. This has been the source in the past and it could be for the future also. There are, however, some limitations to the extent this method could be developed. The ground water supply is not plentiful in the immediate Halifax area and with new development more and more wells would have to be drilled to serve the needs. Assuming that eventually several thousand people located in or visited Halifax, if only during the summer, it is doubtful that sufficient water supply could be provided from close in wells. However, according to the Department of Water Resources larger and more favorable sites to the north and southeast of the town may be a source of water. Using these sites would require piping the water about a mile, but even with this expense this method appears a very likely solution to the future water problems.

The second source of water and the most convenient would be the Roanoke River. An analysis of the river ten miles up stream at Roanoke Rapids indicates that the water quality is satisfactory for use by the town if it is properly treated. This treatment process would necessitate the construction of a water filtration plant. A facility of this sort would be a considerable expense to construct and would not be feasible until extensive development had taken place in the town unless the lines could be extended into the rural areas as a city-county system. The county may well want to consider a study to determine the feasibility of such a system. It will

one of these rare situations where the townspeople cannot lose and for the present it will suffice to recognize the potential industrial sites in terms of location, transportation and utilities and be prepared to promote them on their own merits when an interest is expressed.

The locating in Halifax of the Georgia Pacific Paper Mill represents an unusual situation. Physically the site more than meets the needs of the industry. There is ample raw water available, electric power is inexpensive, land costs for the building site were nominal, rail and highway connections are existing and the source of raw materials is locally abundant. The only inconsistent feature, in fact, is the regional location. It would have been much more likely for the plant to be located further up or down the Roanoke River nearer Roanoke Rapids or Williamston. This plant is proposed to be a major industrial addition to the Eastern Seaboard and Halifax must consider itself fortunate to have such an industry locating near it. Obviously, the plant will produce some mixed blessings and along with good economic development there will be many side developments that will cause some concern within the town. The town will derive many benefits both directly and indirectly, but there will also be new responsibilities to meet and new problems to solve.

The town must realize that this near future development will cause pressures that have never been felt before and that meeting these problems with suitable and farsighted solutions will be the only way that the town can expect to protect its character and economic potential at the same time.

UTILITIES

As mentioned before the railroad's relation to the industrial sites is a major feature. It should be noted that the Seaboard Railroad Line has cleared and graded a new road bed that is intended to straighten the curve near Halifax. The relocation of this curve will not affect either the town's services nor will the potential industrial sites be affected. Further work has been stopped on the bed for some time and at present the railroad company is undecided if the work will continue. At any rate, it would have little affect on the town or its development.

Power Lines

Although the use of overhead power lines has been the accepted method of construction in the past, buried cable is coming into use in many parts of the State. With this in mind there should be some consideration to the starting of a buried system. This would be particularly applicable in the proposed Historic District. The absence of exposed wires could do much to reinforce the colonial atmosphere that will be developed within this area. In addition to the Historic District new subdivisions should make every effort to provide the underground facilities. The additional cost will be regained in the added beauty and the desirability of the land.

Water

In the event of unexpected growth much larger demands would be made on the present water system and at present these demands could not be met. The wells that are in use could be expected to accommodate about

definitely be unrealistic for the town to consider such a system for just its own uses.

A third approach to securing an adequate water supply would be to look into the feasibility of extending water mains from Roanoke Rapids and Weldon to Halifax. This method would also have to be worked closely with the county in order to serve the area between the municipalities. Even considering the expense of extending the main the seven or eight miles distance, this would be less costly than constructing a complete treatment system just for Halifax.

At this point it appears that the present system of wells should be continued and more wells gradually added within the town limits until the present capacity has been doubled. During this development time it is recommended that further tests should be made to determine the feasibility of finding better water sources within the one mile area mentioned above. It would also be useful to study the full possibilities of developing systems in conjunction with the county.

Sewer

As stated in the first section of this study the present sewer system is quickly reaching its designed capacity and, like the water system, any significant increase in the number of users would require the construction and use of a secondary treatment facility. Also this expansion would necessitate using the Roanoke River instead of Quankey Creek to carry off the treated sewage. The development of a secondary system, again like the water plant, would be quite expensive for the present population of Halifax to bear. If Halifax is to grow it must meet the sanitation needs of the people that are going to work, visit and live in the community.

To meet these needs it is going to require an investment in the future with no assurance that the investment will yield a return. A better treatment facility must be built and there is no guarantee that new citizens and visitors will pay for it. Whether the town does it alone or the county establishes a sanitary sewer district the system must be improved if the area ever expects to support even the smallest amount of growth and development. Once more like the water system, there is some time before the system reaches a critical point. There is time to select the proper system, establish adequate financing and do the actual construction before the very last moment is at hand.

To have the proper utilities is to provide a sound foundation for any future development that might take place whether it be residential, industrial, or historic and its study should be a prerequisite to any planned actions.

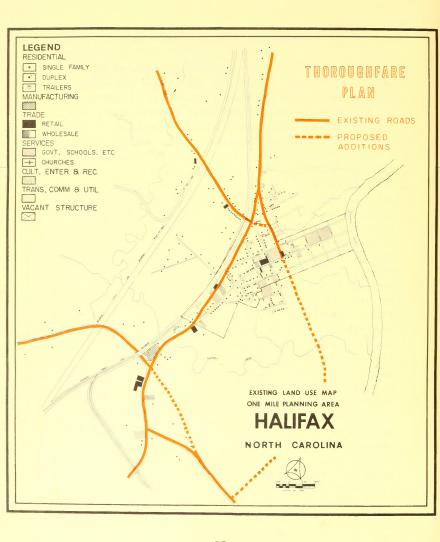
Utility Growth

Water and sewer demands for line extensions can be expected to continue to the northwest along S.R. 1423, north on U. S. 301 and very definitely in the area to the southeast between the town limits and Quankey Creek. These areas represent the greatest present need and potential need for future utilities extension. It will be impossible to extend utilities more than a fraction of the distance to these areas until a new water source and sewage treatment system are established. Therefore, the first major consideration for the town in terms of utilities must be to provide a better source of water and a new means of sewage treatment before major expansion can be considered.

MAJOR THOROUGHFARE PLAN

The typical development pattern for towns of the size of Halifax is to grow up on either side of a major route of travel. At one time this was true in Halifax, the Roanoke River was the main means of travel and transport and Edenton Road Ferry crossed just in front of the town limits. Time and the motor car have changed that situation and now the town is no longer oriented toward the river and the ferry no longer exists.

The traveled local route will continue to be U. S. 301 and it appears that this highway should continue as the bypass for the bulk of local traffic not wishing to go into the downtown section of Halifax. Interstate 95 will serve as the major traffic facility within the area and any express or north-south movement will use this route. It is expected that the state roads leading from the Interstate will have a substantial increase in traffic. It is, therefore, proposed that State Road 1423 be extended at its intersection with U. S. 301 and be realigned with Saint David Street just north of the Baptist Church. Saint David Street should be improved in a southerly direction until it is well out of the town limits and then gradually swing to the west until it aligns with State Road 561. This one loop road would provide a continuous easy movement of traffic from the access roads directly into the heart of town. In addition to the ease of circulation the road would give access to a large undeveloped area that could be tied directly to the downtown area. Other interior loop roads and connectors would serve to tie the remaining area together and generally facilitate traffic movement. These proposed roadways may be seen on the proposed thoroughfare plan on the following page.



HISTORIC DISTRICT

Introduction

"The complete and proper development of Historic Halifax," has been expressed as the duty and obligation of those concerned with North Carolina's history and its part within our national history. It should be the aim of all concerned with the future of Historic Halifax to bring the famous Resolves into the National spotlight as the first official action by one of the thirteen colonies in support of independence from Great Britain. Unfortunately, North Carolina has never been given due credit for this significant "first" in American history. The Halifax Resolves should have a place in national history and national esteen similar to that of the landing of the Pilgrims or the Battle of Yorktown. Halifax can and should be a historic site of national rank.

The development of such an ambitious undertaking will require much cordination and a considerable amount of work and it will be a goal that every citizen can do their part to accomplish. Projects of this magnitude do not grow of themselves and will have to be supported enthusiastically to overcome the physical problems that will surely arise. The town of Halifax has a unique opportunity and this opportunity can only be realized through a cooperative effort. The people of the town of Halifax, citizens of the county, members of the Historic Association, and the staff of the State Department of Archives and History must cooperate for one purpose and one goal. Halifax must be established as one of the most outstanding historic sites that this State can provide.

Development Area

Although the entire town is of historic interest, the main concentration of effort by the Department of Archives and History will be centralized in one area. This area has the largest concentration of original sites and buildings and therefore presents the greatest potential for development. The area to be designated as the Historic District will include all of the property within the town limits from Saint David Street eastward to the river. It is also intended that most of the hilly land surrounding the small stream drainage areas on either side of the district will be eventually included in the district and serve as parks and buffers between the private development that will take place around the district. These stream beds represent the most pleasant and scenic land within the town's area and its protection cannot be over-emphasized. This land and the adjacent river frontage will someday be, hopefully, a natural park that will attract visitors on its own merits. The combination of the Historic District with the park will provide two major features that will complement each other. The area needed for the Historic District and the buffer parks will amount to seventy-three acres. The Historic Halifax Association at present has in its possession some thirty-six acres which will be turned over to the Department of Archives and History when the remaining tracts are purchased to complete the district.

It is proposed that by 1976 a major portion of the Historic District be developed as a total Historic Site including a full range of facilities and exhibits ranging from a new visitor center-museum to open pit archeological sites. The museum would contain artifacts from the area, biographical sketches of local leaders, and a pictorial story of the early history of the town, with greatest emphasis on the Revolutionary period. Restored and

reconstructed buildings would play a major role in developing the atmosphere of the years past. At its completion there will be over a dozen buildings and supporting structures that will be representative of particular periods in history and life in those times. Along with the buildings and homes, some of the formal gardens will be re-established and maintained for the visitor's pleasure and interest. Due to the long period of time that Halifax has been in existence many changes within the town structures have occurred. these reasons Halifax will prove to be an extremely valuable archaeological site. There are over a dozen prime archaeological sites that will be worked in the near future and many more that will be undertaken in years to come. The excavations will expose foundations, walks, post holes, basements, and objects lost or left during occupancy or after fires or from otherwise razed structures.

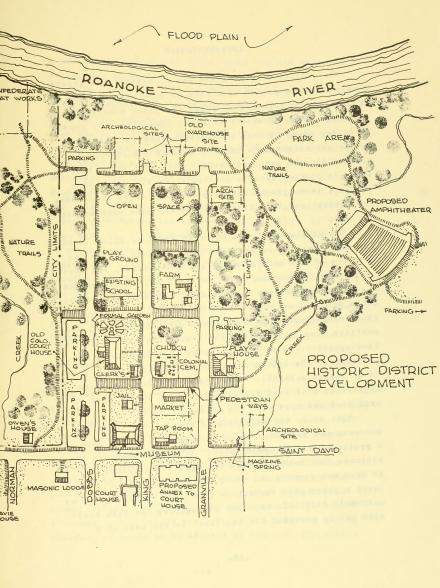
Preliminary Plan

The development of the Historic District will be a total and comprehensive project, but it will have several different portions or phases in its growth. Some parts will, of course, be accomplished sooner and with less difficulty than others, although it is hoped that a major portion of the work can be done before the 1976 celebration. After the completion of the property purchases it is hoped that the area between Dobbs, Saint Andrews, Granville, and Saint David Streets will be developed into a pedestrian-oriented display of renovated and reconstructed buildings with formal gardens and a visitor center - museum serving as a focal point. This area would be intensely developed and would reflect the greatest effort to duplicate the atmosphere of the past. For this reason it is proposed that this first area be

particularly oriented to pedestrian circulation with automobiles being left in screened parking areas nearby and out of sight. There are or will be ample sites of interest within this first area of intensive development and therefore, should provide a unique opportunity to display the historic past of Halifax and the county.

To the far east end of the district and bordering the original river front properties will be several of the major archaeological sites. This area will be approached in cars after the visitor has been to the first site and walking tours will be conducted through these working sites. On the south side of the district and connecting to the first area there is an area of land that will lend itself well to the development of an amphitheater. The area is located behind the site of the Colonial Playhouse and might be linked with paths or walkways in the future. Interested people throughout the State have expressed hope that some day an outdoor drama might be written to tell the story of the development of Halifax and the writing of the Resolves. If this drama were to materialize and become a summer feature, behind the old "playhouse" site might well be an ideal location for the outdoor theater.

The accompanying sketch plan is an idealized conception of the development of the area within the next ten to fifteen years. This sketch should not be looked at as a blueprint, but as a direction for development which takes into consideration the elements of interest that are known today. With changing situations and new discoveries, alterations in the general plan will have to be made. A project of this size will be an ever changing process and an attempt to portray the past to the best of the abilities of the people responsible for its development.



IMPLEMENTATION

The ability to plan ahead and to control the future development and growth of a town or community depends on its ability to regulate or guide the prime movers or economic forces at work within the community. If growth is taking place at such a fantastic rate that the community cannot maintain control or will not attempt to control it, the expected results will be a "boom town" with the continuity of a carnival. On the other hand if there is no growth taking place then there is no need for control and the effect will be the same with or without it.

The problem of development in North Carolina is that for many years there has been little growth within the majority of the smaller towns and communities, and events concerning development were not critical. Everyone was allowed to do as most conveniently suited his needs which often was done at his neighbor's expense. In recent years many crossroads have become communities, many communities have become towns and towns have become cities. Development is being felt in areas that have never felt it before. The system which allows unguided development is no longer workable. There is a need for some form of organization of land development. Some system must be used that can cope with the potential growth.

This study has attempted to present the knows and unknowns and to arrive at some objectives in the form of a preliminary development plan. This plan provides the ultimate destination within the next twenty years, but it does not provide the means for "getting there". To carry a paper plan forward to some form of reality is an extremely difficult task and it requires the best tools that can be provided for the job. In the case of a

growing town one of the major tools becomes legal or regulatory measures.

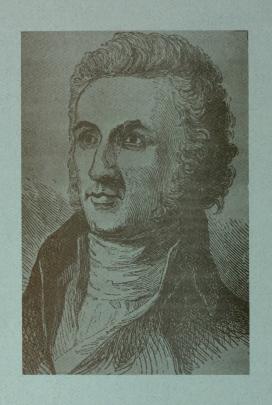
The most effective and most flexible means for insuring orderly growth is the developing and adopting of a zoning ordinance. The zoning ordinance is based upon the existing and expected land development and attempts to group the various land uses within a town into areas or zones that have certain and prescribed standards for the best protection of the individual property owner. In short it regulates the use made of the land. Unfortunately the most striking results of a zoning ordinance are not realized quickly. It will take many small enforcements of the ordinance before an overall effect can be readily seen. This may easily take several years, but there must be a beginning at some time if there is to be any order. For the orderly development of the town and the protection of the Historic District it is hoped that the proposed zoning ordinance developed by the Planning Board will be implemented at the earliest opportunity.

It will be well to mention at this time that the enforcement of a regulatory power is only as effective as the individuals behind the law and their direct interest in the community. If a conscious effort is not going to be made by either the zoning administrator, planning commission or town board then the zoning ordinance will be a useless document. It is also proper to note that far more has been done in communities through the use of nonregulatory methods than those required by the letter of the law. Awareness by the public is of the utmost importance when dealing with community-wide decisions. The public should be kept informed of all zoning matters, of all proposed zoning changes, of goals to be adopted by the town for future

development and in general any item that can be furthered by the voluntary support of the individual. The attitude of the private citizen whether it be in support of a new picnic grounds or against the proposed location of a new sewer treatment plant can be more forceful, more exact and far more formidable than any law on the books in city hall.

PHOTOGRAPHS





INTRODUCTION TO PHOTOGRAPHS

The following pages contain photographs and short descriptions of the most distinguished structures that are known to have existed in Halifax in years past, unfortunately many structures have come and gone with little record left of them, but it is hoped that most, if not all of the structures listed here can be saved by restoration or reconstruction.

Also included in this section are two short biographical sketches of two men who, during the early years of the state and nation, made significant contributions that are worthy of mentioning in this study.

William Richardson Davie

William Richardson Davie was a brilliant young colonel in the American Revolution. The nephew of William Richardson, prominent Presbyterian minister in the Waxhaws, Davie played an important role in the American Revolution. He fought at the Waxhaws, Hanging Rock, and conducted independent cavalry raids in the Carolinas. Colonel Davie's rearguard battle at Charlotte against Lord Cornwallis is regarded as a classic. Later, he served as Commissary on General Nathanael Greene's staff.

After the war Davie settled in Halifax and practiced law. He married Sarah Jones, daughter of General Allen Jones of Mount Gallant Plantation. Davie was one of the founders of the University of North Carolina, the Davie Poplar there being named for him. He was the first person to receive an honorary degree from the University.

Davie was elected governor in 1798. Serving one term, he was appointed a member of a commission to settle our difficulties with France in 1800. Among his many activities may be listed his position as major general of the North Carolina Militia and also as brigadier-general in the United States Army by President John Adams; appointment in 1798.

Saddened by the early death of his wife (1802) and caught in the Democratic upheaval during the election of 1800, Davie retired to "Tivoli," his Catawba River plantation in South Carolina where he died in December, 1820.

William Richardson Davie House

On December 8, 1781, William Richardson Davie purchased Lot No. 15 in Halifax. Two years later he acquired five acres of land lying northwest of the Town for \$50. It was upon this tract that he constructed his home about 1786. The building has a lavish interior decorated with frescoes, interesting trim, wide floor boards, and exquisite mahogany balusters. Davie lived in Halifax from 1786 to 1805. He practiced law there and raised a family of six children. Sarah Jones Davie, his wife, lies buried in the Colonial Cemetery on King Street.

The William Richardson Davie house has been refurnished and today it is the private residence of Mr. and Mrs. Turner Stephenson.



Constitution House

The Constitution House is significant as the building in which the first North Carolina State Constitution of 1776 reputedly was drafted. In November, 1776, the Fifth Provincial Congress meeting in Halifax appointed a committee of twenty-one to draw up a constitution for an independent state. The Committee consisted of Willie Jones, Joseph Hewes, Richard Caswell, and other prominent men of the time.

The Constitution House originally stood in the center of old Halifax, in front of the Courthouse, where the Provincial Congress met. For many years the Constitution House was used as a private residence. It was moved to its present site and restored by the Elizabeth Montfort Ashe Chapter of the Daughters of the American Revolution early in the twentieth century.



Magazine Spring

The famous Magazine Spring of Halifax, located on Lot No. 114, took its name from a magazine "erected at Halifax for the Preservation of the Military Stores belonging to the United States." The North Carolina House of Commons passed the following resolution on August 15, 1778:

Resolved, that Golo. Nicholas Long and Golo. John Geddy be appointed Commissioners with power to purchace (sic) one lot in the said town or two if necessary and to contract with workmen to erect and cause to be erected a proper building for the purpose aforesaid, and that they be instructed to lay before the General Assembly at their next Session their proceedings herein, that provision may be made for defraying the expense attending the same.



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Royal White Hart Lodge

Royal White Hart Lodge No. 2 of the Masonic Order was established in Halifax on April 18, 1765. For many years the members met at various taverns including Troughton's and Barksdale's. Joseph Montfort, an outstanding member of the Lodge and the only Grand Master of the Masonic Order in America, donated Lot No. 111 for a lodge building. The lodge building was never constructed on this lot, however, but was finally completed during the 1820's on a site near the present location of the "Dutch Colonial" House.



Colonial Taproom

The Colonial Taproom is typical of the many taverns in the town of Halifax during the late eighteenth and early nineteenth centuries. Such taverns as Hopkins', Weaver's, Hannon's, Tabb's, McLemore's, and Pope's were well patronized during the period of old Halifax's greatest prosperity. Although some taverns were operated by their owners, it was not uncommon for the tavern-keeper to rent the premises from the owner. Occasionally a man operated two or three taverns at the same time. On January 29, 1798, Benjamin Weaver, one of these proprietors, published the following advertisement in The North Carolina Journal (Halifax):

BENJAMIN WEAVER, RETURNS his sincere thanks to his friends in particular, and the public in general, for past favours, and begs leave to inform them, that he has removed to the House lately occupied by Mr. John Hannon, where he proposes to keep a house of entertainment for gentlemen attending the courts, travellers and others. He has provided a good supply of the best of liquors, his stables are superior to any in the town of Halifax, and he doubts not to give satisfaction to those who may entrust their horses with him. His prices will be the most reasonable, and his utmost endeavours will be used to give satisfaction to those who employ him.



Owens! House 1760

The Owen's House is an excellent example of a gambrel-roofed house of the eighteenth century. The house was once the home of George W. Owens, a prominent Halifax merchant. The structure was described in an insurance application filed by Owens on September 3, 1849:

Of Wood & in ordinary repair . . . 28×32 , 2 stories high 2 chimneys & 4 fire places no stoves . . Kitchen is 90 feet in rear of house & has 1 chimney & 1 fire place Office is 50 feet off & has no fire place and Smokehouse is 55 feet off Not encumbered . . .

The Owens House has been carefully restored to its original appearance by the Historic Halifax Restoration Association, Inc. and the State Department of Archives and History.



Eagle Tavern

The Eagle Tavern, dating from the eighteenth century, is reputed to have been the hostelry where Washington and Lafayette were entertained on their tours through North Carolina. On July 5, 1832, the following advertisement appeared in the Roanoke Advocate, a Halifax paper:

EAGLE HOTEL, HALIFAX, N. C. THE subscriber having leased that large and commodious establishment, THE EAGLE HOTEL, situated on Maine Street, and recently occupied by Mr. Joel H. McLemore, begs leave to inform his friends and the public, that he will be prepared to accommodate them by February Court next. He promises HIS TABLE shall be furnished with the best the county can afford. HIS BAR will be constantly supplied with superior WINES and LIQUORS: and having procured excellent Hostlers, HIS STABLES will be faithfully attended to.

The subscriber having had some years experience as keeper of a PUBLIC HOUSE feels a confidence that he can give general satisfaction, and respectfully solicits a share of the public patronage. WILLIAM H. POPE . . .

Some years later part of the Eagle Tavern was moved from its original site. This section is now part of the home of Miss Nannie M. Gary.



The Colonial and Antebellum Courthouses in Halifax

Little is known of the Colonial Courthouse in Halifax. Constructed in the 1760's, it was repaired and painted in the late 1790's. In 1833 it was decided to alter the old building by taking "away the ceiling from the back part where the Jurors sit, and to have two or more windows in the back of the courthouse, so as to admit the air to come through and under the Justice Bench . . . " The Colonial Courthouse was sold to J. R. J. Daniel of Halifax on April 24, 1849, after the new Antebellum Courthouse had been completed. This new building was constructed on Lots No. 57 and 58 in the Town of Halifax in 1847-1848. According to the commissioners appointed to contract for the building of a new courthouse "the building is sixty by forty feet with a portico in front ten feet wide forty feet in length. It has a pitch of . . . feet the basement story being divided in the center by an eight feet passage has five convenient rooms for the accommodation of the officers of the Court with their records and papers. The upper story is divided into a court room and two rooms immediately back of the Courtroom for the use of the Petit Jury . . . It has no superfluous ornaments but is neat and plain in design and constructed and presents to the beholder an appearance which offers no discredit on the County at whose expense it has been erected "



Federal Period Church

For many years the town of Halifax had no regular church building erected within its boundaries. Then, on June 26, 1793, the following statement was printed in Abraham Hodge's North Carolina Journal:

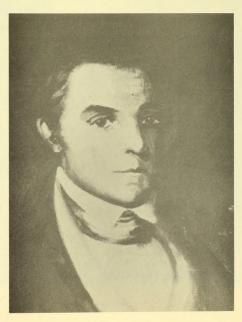
THE CHURCH, ON Friday last was raised in this town the frame of a CHURCH.---The town of Halifax was incorporated in May, 1759, and the first house of public worship is attempted after 34 years. The sum subscribed, we are informed, amounts to about f400. The subscription is still open to those who wish to encourage this useful institution.

Today, only the low brick pillars which supported this late eighteenth century building can be seen in the Colonial Cemetery.



Willie Jones

Willie Jones, the son of Robert Jones and brother of Allen Jones of "Mount Gallant," lived at "The Grove," his plantation near Halifax. He served as an aide to Governor Tryon during the War of the Regulation in 1771. Serving several terms in the Continental Congress, he was one of the principal framers of the first State Constitution. He acted as Governor of the State in 1776 while president of the Council of Safety. He was instructed by the General Assembly to construct a power mill in Halifax County in 1776. An agent for the Transylvania Land Company, founded by Judge Richard Henderson and Associates, Jones was an expert on Indian affairs. Resigning from his seat in the Federal Constitutional Convention of 1787, he led the forces opposed to the ratification of the Federal Constitution at the Hillsborough Convention of 1788, but accepted with grace the ultimate victory of his Federalist opponents at the Fayetteville Convention in 1789. Philosophically, Jones was closely akin to the Virginia school of liberal aristocrats, personified by Thomas Jefferson. He became known as the "Jefferson of North Carolina -- a liberal aristocrat." A trustee of the University of North Carolina, he moved to Raleigh in the 1790's, died there, and was buried in an unmarked grave upon the site of the present St. Augustine's College.



"Grove House"

"The Grove" was the elaborate home of Willie Jones, one of Halifax's most prominent citizens. It was situated in an immense park of white oak, surrounded by shrubbery, crepe myrtles, and mock oranges. The house had a large bay window, possibly the first built in North Carolina, which formed a semi-circle with one wide center window and two other small ones on each side. Jones is reputed to have watched horses racing on his private track from this window. In the hall was a large fireplace. The house, of the pediment roof type of architecture, had large living rooms, a ballroom and china and preserve closets at each side of the massive chimneys. The building fell into decay in the late nineteenth century. One of the chimneys and the over-grown basement are visible today (1967).







Clerk of Court's Office

In February, 1832, the Halifax County Court appointed a committee to ascertain the cost of a fireproof office for the County Clerk. The committee was also directed to locate a site for the building and draft a plan for its construction. By the following year the building had been completed except for minor details. The Court ordered the County Clerk to occupy the large room of the building. Orders were also issued for the Clerk of the Superior Court and the Clerk and Master in Equity to remove their records to the front small room of the building. The Public Register's office was moved to the back room of the building.

During this same term of court (February, 1833) Abraham Spencer, later the builder of the antebellum courthouse was paid \$1,600 "for building Fire Proof Office" for the county clerk.



Wilcox House

This fine two story house with Chinese Chippendale staircase was probably constructed by Doctor Robert C. Bond c. 1825 and later was owned by Doctor Willis Auston Wilcox and last was owned by his son W. A. Wilcox. The old Wilcox House was demolished during the middle 1950's.



Gaol or Jail

The first gaol was built in Halifax about 1758. This building was burned by escaping prisoners in 1762. A new gaol was built after 1764, which stool until 1836. In that year prisoners again set fire to the gaol. In February Sessions, 1837, the Halifax County Court "Ordered that Andrew Joyner Isham Mathews Sr., Charles Shield John Alston R. B. Pierce, Alfred Simmons & Benjamin W. Avant . . . be appointed Commissioners to contract for the rebuilding of a Jail for the County of Halifax & that the said Jail be built upon the lot where the former Jail stood & that they report to the next term of this Court." Abraham Spencer, a carpenter of nearby Granville County, completed the present building in 1838, at a cost of \$4,250.



Pope's Hotel (No photograph)

Pope's Hotel was a well known nineteenth century hostelry in Halifax. It stood on Lots No. 74 and 75 in Halifax and was formerly owned by Joel H. McLemore who operated the building as the "Mansion House Tavern." The property was purchased on May 20, 1835, by Warren Harris, William H. Pope, and Andrew Joyner and became known as "Pope's Hotel" under the proprietorship of William H. Pope. The property was described in 1849, as "Pope's Hotel bounded North by Chs. N. Webb East by old C. House Lot South by Church Lot Westly Jno. D. Weeks of wood and in ordinary repair 106 x 28 2 stories high with an addition of 18 x 36 2 stories 9 chimneys & fire places . . . "

Virginia Inn (No photograph)

The Virginia Inn, a well known hostelry which probably catered to the Virginia trade, stood on Lots No. 34 and 35, "adjoining the public buildings," in Halifax. During the period before the American Revolution the Inn was operated by Christopher Dudley, a prominent resident of Halifax. The Inn was described as "one House forty four Feet long and twenty Feet wide with three large Lodging Rooms up Stairs, and four Closets to the House, a Piazza, the Length of the House, ten Feet Wide, with a large Bar Room at one End, and a cellar underneath; . . . " Dudley's dwelling house stood nearby, with a Billiard house, a kitchen, smokehouse, stable, horse lots, and a large garden, "in good Order, wherein are many Fruits and Herbs, all well paled in." All of these buildings were provided with good brick chimneys and were "well plaistered and whitewashed."

Colonial Cemetery (No photograph)

The Colonial Cemetery, behind and to the side of the spot where the late eighteenth century church stood, was used as the burying place of many of the illustrious citizens of Halifax. William Alexander, a Scottish merchant, was interred there in 1766. The cemetery contains the graves of attorney James Milner; Sarah Davie, wife of William R. Davie; Superior Court Judge John Sittgreaves; Thomas Amis, a prominent resident of the town; Mrs. Justina Nash, wife of Governors Arthur Dobbs and Abner Nash; Abraham Hodge, publisher of the local paper and printer to the State; Sterling Marshall, a prominent merchant; Confederate General Junius Daniel; and others. Today, many of the original grave markers are visible in the old cemetery.



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